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ABSTRACT

Like community colleges in other urban centers, Cuyahoga Community College (CCC) serves as a bridge for the individual between public school, work, and higher education: an educational broker: and a builder of networks of educational institutions, businesses, and human development agencies. CCC has responded to Cleveland's sociceconomic decline and to the high proportion of minorities, women, and economically disadvantaged in its student population with an educational program which includes: (1) a CCC-Cleveland Public School vocational education articulation project: (2) a cooperative program undertaken by local government, business, labor, and CCC to train workers for Cleveland's machine tool industry: (3) a computer-assisted learning system funded jointly by CCC and the Control Data Corporation: (4) an annual youth development and education program sponsored by CCC and area community planning and employment service agencies: and (5) the Urban Metropolitan Development Institute which focuses on neighborhood educational development and special outreach efforts. In order to efficiently exploit the strategic position of the community college in urban development, a new federal-local partnership is required whereby the Department of Education pools federal resources to identify and meet the needs of metropolitan educational development in conjunction with local agencies and community colleges. (JP)

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METROPOLITAN COMMUNITY COLLEGES AND THE NEW PARTNERSHIPS IN EDUCATIONAL DEVELOPMENT

Paper Prepared September 1980

by

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METROPOLITAN COMMUNITY COLLEGES

AND THE

NEW PARTNERSHIPS IN EDUCATIONAL DEVELOPMENT

Since 1960, 560 two-year colleges have been established in the United States. More than one hundred new institutions have been built in and around the nation's major cities in that time span. Metropolitan community colleges now serve a wide variety of significant education, economic, and social development needs by means of low-cost, high-quality technical/vocational, university parallel, developmental education (basic skills), and community development programs. Cuyahoga Community College, as an example, has fifty major program areas available on its three campuses and through its Urban Metropolitan Development Institute. Community colleges, by offering these programs at low (or in some cases no) tuition, have provided the primary gateway through which millions of Americans have gained access to higher educational opportunities and success in the world of work.

The latest analysis of enrollments in the nation's 924 community colleges (for fall 1978) revealed the following figures:

3,873,690	total credit students
1,703,955	total non-credit students
2,056,596 (53%)	total women enrolled for credit
774,487 (20%)	total minorities enrolled for credit

Community colleges have been major vehicles for ensuring social justice and economic mobility for the poor, minorities and women. Forty-three percent of all minority students in postsecondary education are in community colleges. Forty-six percent of all the women enrolled in higher education are in community colleges.

During these two decades of system development, new needs and challenges have emerged for community colleges. The end of rapid growth has allowed these institutions to re-think their mission and role and to re-focus their efforts in order to meet these new challenges. This briefing paper identifies and describes the challenges for community colleges in the area of urban development and revitalization and suggests how the tremendous resources which community colleges possess might best be employed in urban revitalization.

The community college is viewed as a bridging institution, at the hub of a complex network of educational and training activities within a wider community development context. The potential of the community college as a mobilizer and coordinator of scarce resources--as both bridge and broker--is examined. Also, the steps which might be taken at the federal level in support of this community college role are suggested.

Although the problems appear severe, the resources are also great. Whether they are effectively used will depend on the breadth of our vision and the depth of our commitment.

II. METROPOLITAN COMMUNITY COLLEGES: THE "BRIDGE" INSTITUTIONS

The wide range of services, unique accessibilities, and interinstitutional linkages of metropolitan community colleges make them particularly vital institutions in meeting the challenges of urban/metropolitan development. This is as true in the setting of growth that characterizes the South and West as it is in the setting of redevelopment that confronts the Northeast and Midwest. In both cases, educational development is a critical component in addressing metropolitan development needs. Furthermore, educational development is a need that ties together the urban core, the inner residential rings, and the outlying suburbs and commercial centers. The entire metropolitan area benefits from programs designed to upgrade skills

in the workforce, to train inner city youth, to return women to the workplace, to prepare high school graduates for technical employment and upper division college work, and to solve neighborhood and organizational problems with training and skill-building.

Community colleges are "bridge" institutions for individuals between public schools systems, the world of work, and upper division colleges. They link people with new opportunities--in school, in the community, on the job. Their focus on educational development makes them crucial partners in urban development, needed by other people-serving institutions whose focus may be on health or human services, employment and training, youth development, community development, or private enterprise. Community colleges provide affordable educational services and a basis for ensuring successful articulation among systems serving youth, adult, and community needs.

In the 1980s, making the appropriate forecasts and programmatic judgments about the role of educational developments in regional economic regeneration and community enhancement will be critical. Furthermore, as the resource base available to educational, health and human services decline even further, the integration of educational development and human servic strategies designed to improve the life chances of individuals within the metropolitan community will become increasingly imperative.

The modern, technologically superior physical plant characteristic of the urban community college and put into place during the 1960s and 1970s is now seen as a key element at the center of educational, human, and economic development. It is no longer, and in many cities never was, a stand-alone institution in which training and educational programs existed in isolation from the communities around them. After all, the families who send students to community colleges and the employers who hire them make up the community environment.

In a national metropolitan situation marked by declining resources and renewed appreciation of efficiency in development and delivery, the new challenge to institutions is to expand their people and community-serving activities via linkages and shared resources. The community college is specifically singled out as a focal point in the new national and metropolitan strategy of "doing more with less." Dr. Ernest Boyer's call for transition schools and school-college partnerships, Dr. Clark Kerr's challenge to community colleges to adopt fully a youth development function, Dr. Seymour Sarason's advocacy of community college participation in human service networks, and Mr. Willard Wirtz's stimulation of public-private partnerships to solve specific education-work problems as well as to address significant transition issues at the local and national levels are critical indicators of the trend.

Metropolitan community colleges are playing key roles on CETA Private Initiative Councils and Youth Planning Councils nationwide. They are working directly in areas such as energy conservation, technology transfer, small business, neighborhood development and human services in innovative ways that both supplement and modify ongoing training programs.

Much of the strategic capacity of community colleges in metropolitan areas has, however, gone unused. The modern physical plants and skilled, teaching-oriented faculty and counseling staffs would, for instance, make metropolitan community colleges ideal "neutral site" and magnet support systems for multicultural educational programming, either voluntary or in support of court-ordered desegregation. Community colleges could be linked more directly with social service, youth development, and public welfare programs to help reduce the cycle of human dependency through educational development and training for skilled jobs that too often go unfilled while welfare and unemployment roles remain high. Community colleges could be linked more directly with the staff development needs of local employers, particularly government and service agencies and small businesses which cannot afford costly programs elsewhere, but could utilize community colleges for professional development and productivity improvement with minimal additional funding.

Unfortunately, federal policy and regulations do not currently provide strong support for the enhancement of local cooperation or for the development of comprehensive service networks. Nor do they recognize or take advantage of the great potential of the community college as a bridge, broker, or network builder. CETA is a case in point. The legislation pays only slight attention to the need for close cooperation between prime sponsors and local education agencies; it provides no practical guidance in developing such cooperation and fails to single out the community college as a key actor. Yet, in light of continuing high unemployment in our urban areas and the apparent lack of success of many CETA-supported employment and training programs, the promotion of greater local cooperation and network building would seem to merit high priority at the federal level. The opportunity for the Department of Education to act as the catalyst in developing such an integrated approach at the federal level is certainly worth serious consideration. The need for the linkages at the local level has been evident for some time, as described both above and in the case presented in the next section.

III. CUYAHOGA COMMUNITY COLLEGE: RESPONDING TO THE METROPOLITAN CHALLENGE

CCC's program has been shaped in accordance with the demands of its environment. CCC's three campuses and 100 off-campus learning sites exist in a county that faces serious problems on the one hand, but has significant strengths on the other. Greater Cleveland's demographic, socio-economic, civic, and cultural questions are more serious than those in other metropolitan areas; however, they offer a unique opportunity to move away from the literally bankrupt "go it alone" policies of the past into a more realistic and workable mode based on interinstitutional problem-solving. This will be particularly true in the coming decade, when the realities of resource scarcity become more fully understood by currently competing institutions. CCC has been at the center of the movement toward the new style of metropolitan problem solving.

A. The Environment

On any index of socio-economic decline or urban blight, Cleveland rates among the most troubled nationally. Whether the measure is youth unemployment, adult joblessness, AFDC dependency, urban/-suburban income gap, housing deterioration, public school quality or almost any other, Cleveland is in a crisis situation. Rampant inflation and layoffs have spread these misery indices into new households and businesses. Until recently, the political system within the city appeared incapable of focusing effectively on redevelopment issues.

Greater Cleveland also has major strengths. Cuyahoga County is at the center of one of the world's most intense concentrations of industrial, financial, and commercial resources. Greater Cleveland is also a world leader in the allied health professions. The philanthropic and cultural institutions in the Cleveland area are among the world's finest. Despite a somewhat confusing array of special-purpose arrangements and the normal "crazy-quilt" of municipalities, Cuyahoga County government has been progressive and forward-looking, particularly in the area of human services. A strong spirit of voluntary action in civic, cultural, educational, and social welfare concerns is present. Diffused community power has begun, over the long run, to focus the community's leadership on public-private collaboration as a major element in its response to a generation of decline and the painful passage from a heavily industrial base to a service-oriented economy.

B. The Institutional Profile

CCC reflects closely the population that it serves. The 45,000 different students who enroll in credit courses at CCC annually constitute 40 percent of the total minority community college students in Ohio. One-third of CCC's students are Black or Hispanic.

Three-fifths are women. Half attend at night or on weekends. Two-thirds of CCC graduates say that without basic skills remediation through developmental education courses they would not have succeeded at CCC.

The average student comes from a family earning $11,000 annually and is in need of basic skills remediation. The CCC graduates--half of whom say that CCC was their only access to higher education--either move into a job with a median starting salary of $13,000 or move to a four-year institution and earn a "B" average.

The letters CCC represent access for the poor, a chance at a new career for the displaced homemaker, a job training program for the unemployed youth, and a key step on the way out for the AFDC mother. In the 1980s, the College will also represent an increasingly vital educational development service to business and government seeking to upgrade existing staffs and train new workers to attract new industry. It will become a crucial vehicle for the 45,000 functionally illiterate adults in Cuyahoga County, for the rapidly growing Hispanic population, and for high school students seeking a faster and more effective transition to the adult world of work.

Finally, and perhaps most important, the College is becoming a vital "linkpin" in integrating institutions such as city government, CETA prime sponsors, local school districts, and neighborhood groups seeking to enhance their services at the lowest possible cost. These institutions, like many individuals, realize that existing systems that focus on employment, training, and community development need the vital educational development services of the community college as a key component of any successful urban strategy.

C. Key Educational Development Directions at CCC

Cuyahoga Community College has 50 major programs that are vital to the Greater Cleveland area. Future curricular refinements will mean better programs designed for business and economic development, improvements in developmental education, enhancements in program evaluation and quality, increases in the use of high-technology learning systems, and new efforts in the area of youth development and education. By far the most important future direction, however, will be the continuation of the theme of expanding access to those least able to take advantage of higher educational opportunity without special supports--supports that only the metropolitan community college currently offers either directly or via a closely connected referral network.

Key thrusts in educational program development in the context of overall community problem-solving and joint efforts with other critical institutions will accelerate into the 1980s. CCC has made major strides in moving to the center of the urban redevelopment effort already, as exemplified by the following projects:

o The CCC-Cleveland Public Schools Vocational Education Articulation Project

This program is a joint venture with the Cleveland Public Schools and the National Center for Research in Vocational Education. The vocational and technical curricula of the public schools and the community college will be reviewed to establish competency-based career ladders for students. At the same time, needless duplication will be reduced significantly and decisions reached about the appropriate "home institution" for key programs and courses. This is one of the first projects of its kind nationally, with a major urban school system seeking articulation and assistance from a metropolitan community college.

- The Machine Trades Training Project for Youth

This program represents the culmination of many years' efforts to develop and activate a mechanism to train workers in the machine tool industry in Cleveland, which has an aging work force. Jointly funded by the city of Cleveland, CETA, and the Corporation for Public/Private Ventures (of Philadelphia, Pennsylvania), the project relies strongly on cooperation among government, business, labor, and CCC to benefit the individual trainee, who is virtually assured a job at the completion of training. CCC was approached by the city, labor, and the business leadership of Cleveland to sponsor the project because they realized CCC's training capacity and saw the institution as "neutral turf" on which the program could stand.

- The PLATO Basic Skills Enhancement Project

Funded collaboratively by CCC and the Control Data Corporation, a set of twenty terminals utilizing the comprehensive PLATO computer-assisted learning system in conjunction with tutors and ongoing courses has been installed on the Metropolitan Campus. The PLATO installation is a focal point for interinstitutional linkages, because it has been made available to CETA clients, students enrolled in CCC's "Step Up to College" program, and human service agencies. Several CCC federal proposals, unfunded thus far, have suggested the use of PLATO with educationally disadvantaged populations. PLATO is an important resource for upgrading the human resources of Cuyahoga County. It can be delivered most efficiently and effectively through cooperation with other institutions.

o The Jesse Owens Annual Youth Development and Education Program

More than 2,000 youth from throughout the city attended scheduled recreation, physical education, academic enrichment, basic skills education, and counseling programs at the Metropolitan Campus during the summer of 1980. Another 8,000 attended one-day vocational exploration workshops. Many youth agency staff participated in credit workshops to enhance their skills. CCC plans to expand the Jesse Owens Program, which is planned and sponsored cooperatively with the neighborhood service providers and major community planning and employment services agencies, into a comprehensive year-round program in 1981. The support of the private sector for the 1980 effort is promising. A wider public-private resource base will be necessary for expansion and quality enhancement.

o The Urban Metropolitan Development Institute

On September 1, 1980, Cuyahoga Community College officially established the Urban Metropolitan Development Institute as the key vehicle in its delivery of newly developed and off-campus programs. The Institute has divisions designed to focus on neighborhood educational development, employment training, health professions development, business and industry, multicultural integration, women's programs, special outreach efforts, and elders' education-- to name several components. It will work closely with the three campuses and the community at large to ensure that CCC continues to be positioned appropriately in community resource networks.

The educational service and community development-oriented initiatives and linkages highlighted here are crucial given the failure of past urban programs to meet educational development needs. They require an active community planning stance on the part of CCC, one

which has been fulfilled to some extent by active participation with United Way agencies, at WomenSpace, on the Private Initiatives Council, at the Greater Cleveland Growth Association, and in other key planning and coordination bodies. Meeting the challenges of the 1980s will require even more active linkages than already exist if CCC is to meet the needs of its students and be fully responsive to its environment.

IV. CONCLUSION: A NEW FOCUS FOR FEDERAL-LOCAL PARTNERSHIPS AND METROPOLITAN COMMUNITY COLLEGES

The unique situation of the metropolitan community colleges that exists in Cleveland and other major centers is likely replicated by community colleges in smaller cities facing similar challenges. The successful response at the regional and local level has been to provide quality services--as well as to convene, to collaborate, to share resources and accomplish metropolitan development objectives by including educational development as a core element of an overall urban strategy.

Based on the experience in our region, Cuyahoga Community College proposes a program in which the United States Department of Education would bring together various federal departments involved in urban problem-solving, and act as a convener and planner with those departments in pooling resources. Working in an interagency mode at the federal level, and using metropolitan community colleges to do likewise as a key regional and local "outlet," the Department of Education would both be responding to innovative directions already underway and in need of support, as well as enhancing its own capacity to set new directions for metropolitan educational development as a key component in the national urban strategy.

The emphasis of the Department of Education would be to identify and support the education and training components of urban development and redevelopment efforts: job training, neighborhood education development,

educational opportunity expansion, developmental education, and work force planning and analysis, to name several such components. Funds to support these programs would be targeted to communities where need has been identified and significant publicly or privately funded collaborative (re)development efforts are underway. One key concept at the federal level would be maximized leverage via convening the interagency panel on educational development. Another important component would be building constituencies and enhancing program effectiveness by means of more concentrated and coordinated use of federal funds in metropolitan regions.

At the regional and local levels, the integrating forces could be the community colleges. The metropolitan community college could serve as a key planning and development agency for the educational components of urban redevelopment programs in housing, commerce, employment, health, human services, and other areas. At CCC and elsewhere this has been an effective role that needs added support and funds. Just as the Department of Education would serve as the network convener at the federal level, the metropolitan community college would at the local level.

For local educators and the federal departments, this would serve both programmatic and constituency-building ends given that appropriate planning processes are in place. It would organize across the federal-local spectrum a vital network of funders and providers, which will be necessary to deliver educational development services in a manner most conducive to promoting the continued viability of the nation's urban areas. The needs of Cleveland are by no means unique; they are similar to those of Pittsburgh, Boston, Baltimore, Philadelphia, Newark, St. Louis, and other cities in declining regions. However, the dilemmas of redevelopment are in some ways not too dissimilar to the opportunities of growth, particularly in terms of the need to ensure the educational development of a well-trained work force and a human resource base which will be capable of community redevelopment.

In addition to the new style evolving from a federal partnership with metropolitan areas, another more specific proposition is worthy of consideration. Community colleges should be given a lead role in a major metropolitan educational development initiative to be pilot-tested in three to five cities. The focus would be on improving the effectiveness of organizations and systems whose primary emphasis is--or should be--on the relationship between education and work, youth and adulthood, dependency and independence. The community college would be the key linking institution and a major service provider at the local level. This would mean a departure from the past, in which community colleges have been planned for almost incidentally in terms of major grants programs in youth development, CETA, women's equity, basic skills, and desegregation assistance by federal and state decision makers. Community colleges would be crucial under the approach suggested here--in both planning and service delivery.

Key programmatic areas of such a proposal would involve basic skills development, minority math and science access, computer-assisted instructional techniques, secondary-post-secondary articulation projects, work force retraining and other areas. Existing programs such as CETA, Juvenile Justice and Deliquency Prevention, Community Development Block Grant, Urban Development Action Grants, Title XX, Small Business Administration efforts, and a series of Department of Education programs would likely be affected.

The Department of Education would take the lead in convening the Departments of Labor, Housing and Urban Development, Justice, Commerce, the Corporation for Public Broadcasting, and Health and Human Services and their relevant subsystems in an interagency panel to streamline the process of planning for, and delivery of resources at the federal level. The interagency funding legislation at the federal level has worked far too laboriously in the past, and only California and a handful of other states have effective state interagency funding programs. Leadership is needed

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to refocus attention, action, and resources on the totality of metropolitan problems, the interagency and intergovernmental nature of the solutions,and the catalytic role of educational development in metropolitan life.

It is possible to move ahead quickly, but purposefully, towards this new focus and style. A pilot project to test its effectiveness would be appropriate. Working in selected communities such as Baltimore, Philadelphia, Oakland, Minneapolis, and Cleveland would assure the requisite public-private and interagency collaboration at the local level. Other cities, in different regions and circumstances, could be added later.

Community colleges have earned the opportunity for increased federal support in this difficult, but necessary, area of action. They are at once the most stable and innovative institutions on the metropolitan educational scene. Other approaches to employment and training and educational development have too often failed. Community colleges are well-positioned to help the Department of Education, whose Title I, II, and TRIO programs (to name a few) have been so effective in the past, to be even more significant in urban problem-solving. Community colleges can help the Department of Education accomplish, on the local level, one of its major objectives at the federal level, to effect a more systematic organization and positioning of the education function in order to develop approaches and strategies to problems that require educational development as part of their solutions. Past performance indicates that community colleges merit the opportunity to do so.